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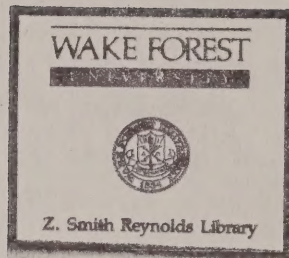


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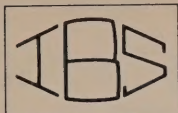


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the journal of
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VOL. 16, NO. 1

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to the 10 watters?

SPECIAL SECTION:

Complete text of the
IBS Report to the
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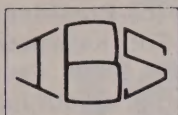
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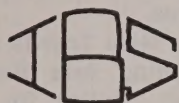
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STANTON!



the journal of
college radio



October, 1978
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NORM PRUSSLIN

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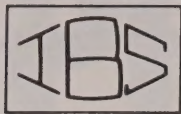
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A message from the Chairman of the Board

On behalf of the IBS Board of Directors, I welcome you to JCR and College Radio for '78-79. This year will clearly be one of the most important in College Radio history, and may well be crucial for all Class D (10 watt) non-commercial FM stations (and carrier current stations looking to obtain FM facilities).

If your station operates with less than 100 watts, ERP, or for less than 72 hours/week, every week of the year (or if there is such a station in your broadcast area), you should read this issue of JCR carefully. You should also give priority reading to Jeff Tellis' "IBS President's Newsletter" and the special IBS mailings you will receive this year.

As you may know, or will soon read in these pages, 10-watters are in for lots of re-regulation grief from the Commission, and many low-power FM stations may not exist with their present facilities 2 or 3 years from now.

The issues involved are complicated, but are so important you may want to do some real studying. You may even wish to make IBS-provided information available to everyone at your college between the President's office and your newest DJ. You have our permission in advance to copy articles from this magazine, and our mailings. In fact, we are going to be strongly recommending that you do just that. **I repeat: Read this stuff carefully, and be prepared to act.**

Meanwhile, I'd like to make several announcements about IBS, since there have been a lot of changes in our staff over the summer. Rick Askoff recently resigned the position of Executive Director of the system. . . the only full time paid staff position at IBS. Rick will be completing graduate study this year at New York University, and has also been elected to the IBS Board of Directors. In view of his contributions to IBS, Rick was appointed Executive Vice-President of the system, and will also retain the post of IBS Convention Chairman (both are un-paid, volunteer jobs).

In searching for a replacement for Rick, the members of the search committee faced a problem: IBS needs

someone thoroughly familiar with the complex issues facing college radio today. We feel fortunate that we were able to convince Mr. Jeff Tellis, IBS President, that the best possible person for the job would be Jeff Tellis, and he has accepted the post. Jeff has been the General Manager of WPKN-FM, at the University of Bridgeport in Connecticut, for 10 years. As a professional broadcaster working in college radio, Jeff has few equals. In the past three years, as volunteer IBS president, Jeff has worked diligently on FCC and Copyright-related matters, often making trips to Washington to attend hearings, preparing many FCC filings on behalf of IBS, and in general, becoming extremely knowledgeable in matters of national concern to college radio. Any IBS station manager who has read the "President's Newsletter," or spoken with him during these past few years, knows Jeff's ability and depth of knowledge.

There were other changes in the IBS staff, notably a change in the chairmanship of the Board of Directors. Don Grant, who has been with IBS for almost a decade, finished a three term stint as BOD chairman, being replaced by this writer. Don has done more administrative work for the system than any three people put together, and it is with sincere gratitude that we wish him continued success in his endeavors. Don plans to remain involved in IBS, and is Vice President for Research and Development.

IBS is also pleased to announce the retention of Robert I. Freedman, Esq as Corporate Attorney. Bob has worked with IBS before, even back to student days at Lehigh University in the early '60's. Bob's background in Educational broadcasting includes experience as General Counsel for WNET in New York City.

The rest of the current Board, listed at the front of this magazine, will be doing things (as volunteers) for your station this year. Dave Borst and Dr. George Abraham, co-founders of the system, retain the titles of Vice Chairmen West and East, respectively (and Dave has accepted the position of Assistant Secretary.) Herbert B.

Barlow is Corporate Secretary, Karen B. Anderson is our Convention Program Chairperson; Rod Collins remains Vice-President for Programming; Fritz Kass occupies the Treasurer's post, and Paul Brown continues to work as our man in the record biz. Norm Prusslin has assumed both AM & FM Station Relations responsibilities, and Jim Cameron remains on the Board. We can expect to see them at the IBS Convention again this year, tirelessly answering questions from you, the delegates.

Also, Mike Teer is single-handedly re-activating **Iota Beta Sigma**, the honorary society for college radio. Contact the IBS office in Vails Gate if your station desires to establish a chapter. Tom Gibson, our staff Engineering Manager, will once again work with Ludwell Sibley to aid any member station's CE, if needed, and will once again be working on the FM Engineering aspects of FCC Docket 20735. Tom and Lud put together the Engineering supplement to the IBS Master Handbook, which was mailed to stations last Spring.

When you call IBS at Vails Gate and hear a female voice, you're speaking to Helen Pease, the IBS Membership Secretary, who performs all of the real work at IBS, and who has done a marvelous job of guiding IBS during the summer's transition period.

A last thought. IBS is an association of College Radio stations, ones like your own station. . . some larger, some smaller. All members of the IBS Board of Directors and all of the IBS staff, mentioned above, became associated with IBS while at member stations. This is an important year, when more will happen (has happened already!) affecting the 700 IBS member stations than ever before.

If you (or someone now or recently at your station) have time and the inclination to become actively involved with the largest association of non-commercial, carrier current and cable-FM radio stations in the world, do it. Call or write Vails Gate at your earliest convenience and offer all the rest of us your expertise.

If you've no time for IBS, read this issue of JCR carefully. You may find your station priorities must change.

Cordially,

Dick Gelgauda

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FCC DOCKET 20735

What Happened?

by Jeff Tellis

You may have been away for the Summer, but some of the folks at the FCC in Washington were at work on new rules and regulations aimed squarely at your station. If you've read your Summer mail from IBS, you probably know something about what's been going on. If not, you may be in for a rude awakening.

Because the wheels of federal bureaucracy turn slowly, the full text of the new rules was not released in the Federal Register until September 6, 1978. And even now, there are inconsistencies and important issues remaining to be resolved. IBS recently mailed its member stations a copy of that issue of the Federal Register, Vol. 43, No. 173 dated Wednesday, September 6, 1978. If you have access

to that issue, perhaps in the school library, we strongly suggest that you read it - carefully. Here's a summary of what the new rules mean:

FOR 10 WATT STATIONS (except those in Alaska)

As things now stand, by your first license renewal in January 1980 or thereafter, you would have to pursue one of the following alternatives in this order:

1. **Increase your power to 100 watts minimum on your present frequency or another frequency in the non-commercial FM band (88.1-91.9 MHz)**

Note: if your station is located within 199 miles of the U.S.-Mexico border, there is a noncommercial

FM table of assignments in effect. This means you can only increase power on a frequency **if** it is allocated to your area **and** also designated as a channel suitable for the power you propose. Otherwise you would first have to seek a rulemaking to have a suitable channel assigned to your area.

2. **If you wanted to remain a 10-watt station**, you could do so on a secondary basis, (subject to interference and/or "bumping"). But, you would have to exhaust each of these alternatives in this order:

- a. Change to a frequency in the commercial FM band (92.1 - 107.9) (if one were available on which you would fit).
- b. Change to the new channel 200 (87.9 MHz). But this is available for use in only very limited areas of the country.

Note: If your station is located within 250 miles of the U.S.-Canada border or within 199 miles of the U.S.-Mexico border, the above 2 alternatives a) and b) are not currently available to you because of international treaty agreements. Efforts are underway to try and modify these treaties accordingly, but as of now, these alternatives are precluded if you're located within the mileage belts specified.

- c. Change to another frequency in the noncommercial FM band that is less "preclusionary" than your present one. (where you'd be less likely to block establishment of any new above-10-watt stations).

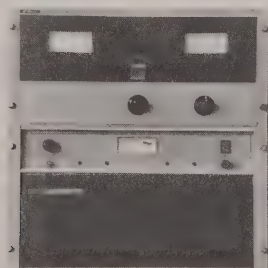
Note: If your station is located within 199 miles of the U.S.-Mexico border, there is a noncommercial table of assignments in effect. This means you can only move to another frequency if it is assigned to your area and designated as Class D (10-watt.) Otherwise, you would first have to seek a rulemaking to have that substitute channel assigned to your area.

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d. Remain as a 10-watt station on your present frequency by making a showing to the FCC that you are on the least preclusionary channel in your area.

FOR ALL NON-COMMERCIAL STATIONS

Minimum Operating Schedule

For all noncommercially-licensed FM stations, **regardless of power**, there will be minimum operating hours imposed for the first time. Starting on January 1, 1979, your station will have to operate a minimum of 36 hours a week, and at least 5 hours a day for 6 days each week, except that "stations licensed to educational institutions are not required to observe the minimum operating requirement during those days designated on the official school calendar as vacation or recess periods."

Time Sharing

Starting with renewal applications due on or after January 1, 1980, time-sharing may be proposed by other applicants for your station's frequency unless you are operating at least 12 hours a day and at least 6 days per week during the entire year.¹

There is some uncertainty about whether or not the FCC will permit you to meet this requirement if you observed vacations of up to 3 months, but operated enough hours to meet the test if averaged over the entire year. In the Federal Register, Vol. 43, No. 173 dated Wednesday, September 6, 1978, such vacations and averaging were clearly allowed if you read the descriptive text. However, in the actual rule changes published in later pages, this vacation/averaging option is conspicuously left out of the proposed section 73.561.

Obviously, this option can be an extremely important one for some stations, and we hope that, once the air clears at the FCC, it will be included in the rule change. However, unofficially, we understand that its chances may not be the best for survival. Our advice at this point is to expect the worst and plan accordingly. Then, you're covered no matter which way it goes.

That should give you a few things to think about.

Now... what does it all mean? If you read the material slowly and carefully, its impact on your station can be considered. Here at IBS, our feelings are mixed, but generally negative.

By the time you read this, IBS is

expected to have filed a Petition for Reconsideration with the FCC. In that petition, we are proposing a less drastic alternative for the 10-watt stations: Instead of having **every** 10-watt station in the country have to either raise power, change frequency, or prove why they should be able to stay where they are, we are proposing that 10-watt stations be required to move **ONLY** when they are blocking establishment of a new higher-powered station when an actual application for construction permit has been filed.

This would drastically reduce the amount of paperwork the Commission would have to process. That way, they would give adequate consideration to each application, and the processing would actually be faster rather than slower as they have suggested. It would also drastically reduce the anticipated hardship on 10-watt stations, many of whom would otherwise be forced to move even when they weren't actually blocking any new stations.

We are also proposing that the new higher-powered applicant be required to pay the costs for the 10-watt station's move. After all, the larger

station, usually helped by infusions of federal funding, is in a much better position to be able to afford it. For the 10-watter, \$2,000 is usually an overwhelming hardship, while for the larger CPB-funded station, that is petty cash.

Another important factor regarding 10-watt stations is the current restrictions on alternatives for stations within 250 miles of Canada or within 199 miles of Mexico. In effect, they are now foreclosed from the most viable alternative should they be forced to change frequency, namely relocation to the commercial FM band. But even this problem would be greatly alleviated if stations had to move **ONLY** when they were blocking an actual application as we've proposed.

At first glance, the minimum operating schedule for all stations may not seem like too much of a problem, nor even the minimum to avoid share-time. However, both requirements have to be analyzed carefully.

To be able to continue to hold your license, you'll have to operate **at least** 6 days per week, at least 5 hours each day, and at least a total of 36 hours per

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week, except for those days designated on the official school calendar as vacation or recess periods. Let's back-up a minute to understand all that.

First of all, when you're on, you'll have to broadcast 6 days a week. By the process of elimination, that includes Saturday or Sunday or both. **If you are now on-air only Monday thru Friday, no matter how many hours a day**, you had better make plans to add either Saturday or Sunday by January 1, 1978, or risk losing your license.

On each of those 6 days, you must broadcast a minimum of 5 hours. But, to reach the weekly minimum total of 36 hours, you obviously must be on-air more than 5 hours on at least one or more of those days.

A semantic question arises over the FCC's definition of vacations as "those days designated on the official school calendar as vacation or recess periods." Many schools conduct Summer sessions and/or intersession classes. Because these are held during periods commonly treated as vacation periods for the normal full-time academic class schedule, they may not be designated on the official school calendar as vacation or recess periods. We will suggest that vacations be re-defined as occurring "during those periods when the institution's normal full-time academic classes are not in session."

That will take care of holding on to your license. However, if you would like to insure holding on to all your potential air-time, and avoid the possibility of another group filing an application to share air-time on your

station's frequency, the requirements are much tougher. To protect yourself from potential share-time applicants, you must be on-the-air a minimum of **12 hours a day, 6 days a week, during the entire year.** If you do go off for vacations at all, you'd be vulnerable to a share-time application, unless the FCC includes the vacation/averaging provision discussed previously.

One other thing to keep in mind about share-time applications is that the applicant apparently does not have to limit their request to only those hours you aren't currently on the air. They could very well propose asking for 12 hours a day or another significant chunk of time. If you couldn't reach agreement on a share-time schedule, it would go to a hearing at the FCC.

In our opinion, the vacation/averaging option is a must to preserve any semblance of fairness in this situation. Otherwise, it's effectively giving other groups a way of taking over a significant part of your station's airtime without having to go through a license challenge. And, it is clearly aimed against the educational broadcast licensees for which the educational FM band was established originally, namely those stations licensed to or affiliated with educational institutions.

At the outset, we mentioned that this docket was only the beginning. In the months to come, we'll have to deal with dockets on who should be eligible to get an FM noncommercial station license. . . a proposed table of assignments for noncommercial FM frequencies. . . and eventually, a re-

write of the entire Communications Act of 1934.

The pressure from bigger and richer stations has helped us all grow-up. Most student-operated stations long ago matured beyond the philosophy of "playing" radio. Even a 10-watt FM station is not a toy, but an instrument for providing service to a community. That is our primary reason for being on the air. Everything else is incidental to that purpose. Lose sight of that, and your license may be in jeopardy. We are no longer "electronic sandboxes" as some have tried to disparagingly label us.

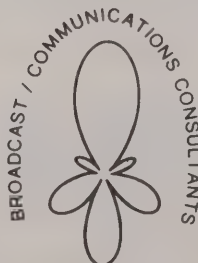
We must also bury the notion held by some that our primary purpose is as a "training ground" for future broadcasters. Our primary purpose is to serve the community. If, in doing that, we can provide training for future broadcasters, so much the better. But training is not our **primary** purpose.

Watch your mailbox for material from IBS. If you're not a member station, think seriously about joining our ranks. We are the only national organization representing the interests of student-operated radio stations, regardless of power.

The era of benign neglect is over for student-operated radio stations. The higher-powered, larger-funded stations are expanding, and sometimes at our expense. That was no problem when there were plenty of open frequencies on the FM dial. But, now with space becoming increasingly scarce, things can only get tighter.

1. FCC Rules & Regulations §73.561 (a) (as amended, Fed. Register Vol. 43, No. 173 p. 39717)

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A Report on The State of Public Radio Broadcasting to The Carnegie Commission on the Future of Public Broadcasting

The Intercollegiate Broadcasting System, on behalf of the oldest and largest membership of educational radio stations in the world, welcomes this opportunity to address the issue of the future of public broadcasting in the United States. We intend to provide the Carnegie Commission on the Future of Public Broadcasting with information which clearly will not echo opinions we understand to be, currently, most often expressed. However, we believe the Carnegie Commission must carefully weigh our remarks (as well as those of others) and deliver to the country a report which does what is required of it: map the future for noncommercial radio, as it will affect each and every man, woman and child actually in that nebulous group known as the public.

The Intercollegiate Broadcasting System (IBS) believes the Carnegie Commission has an awesome responsibility in determining whether many of the worthy hopes and objectives contained in the Public Broadcasting Act of 1967 have been intentionally disregarded, and even purposefully subverted, by the federal corporations given life by that act, and here referred to as public radio.

The Carnegie Commission must determine if

- **Public radio has systematically excluded the majority of community-supported, noncommercial radio stations in this country from participation in, and receipt of services from it.**

Additionally, the Carnegie Commission must consider if

- **Public radio has initiated rulemaking proceedings before the Federal Communications Commission, specifically designed to destroy many existing community-supported, noncommercial radio stations, and the FCC has acted, unintentionally, as accomplice.**

In the following pages, IBS will show that its member stations are not "electronic sandboxes," that they are not, primarily, training grounds for the men and women attending educational institutions, but that they are much-maligned, undeservedly-ignored, small broadcasters serving real audiences today. We will arrive at a view of public radio which we believe members of the Carnegie Commission seldom, if ever, see. We will offer, in Appendix 1, corrective proposals.

by
The Intercollegiate Broadcasting System

I

IBS and Modern College Radio

The Intercollegiate Broadcasting System is a voluntary association of college radio stations. Since its creation by students at Brown University, in 1940, the IBS membership has grown from a single carrier-current station, serving dormitory students on the Brown campus, to the largest group of independent, non-profit radio stations in the world. More than seven hundred radio stations associated with educational institutions in all areas of the United States, and several other countries, are IBS member stations.¹

CHANGING TIMES

Colleges, universities and secondary school systems have changed substantially in the 38 years since IBS was founded. The campus is no longer sacrosanct. Hallowed walls have come tumbling down as schools establish ever-closer ties with their communities. Faculty and students spend more and more time off-campus, living and working. Local residents have more and more access to educational programs and on-campus events. In effect, many educational institutions are one and the same with their environs.

So too, has college radio changed. Our basic mission has always been to serve a local audience from within an educational environment. Years ago this meant custom-building radio programming for active college students, between the ages of 18 and 21, living in dormitories. Serving such an audience required little more than a fancy public address system.

Now "everyone" is or wants to be a student. People of all ages, in all occupations, from all backgrounds, are actively involved with some form of education. College radio has grown with the times. Many stations have been upgraded² by their communities to satisfy modern, more-diverse needs within these communities.

SPECTRUM PRUDENCE AND LOCAL SERVICE

College radio has traditionally utilized only that amount of valuable, broadcast spectrum space necessary to service the community responsible for its creation. While overwhelming financial pressures, and reserved-noncommercial FM frequency shortages obviously contribute in some measure, most college stations believe they may best serve the small, relatively homogeneous community they know, and that knows them. A carrier-current or cable FM station can serve only that community attached to its studios by wires. A small Class D FM facility usually is received only by the community within a mile or two of its transmitter location. A larger, college FM station most often requests only enough effective radiated power³ (usually even below Class A minimums) to adequately service the single city, or cohesive suburban area, which supports the educational institution to which the station is licensed.

College radio, very simply, does not believe it prudent to request broadcast transmission facilities designed to blanket the largest possible geographical areas just so they will be blanketed. We believe citizens of a city, a town, or even a single neighborhood should have the opportunity to create their own broadcast facility, specifically intended to provide programming for their needs. We believe it very unlikely that a broadcaster whose signal covers a city would be able or willing to devote as much time and resources to neighborhood affairs as would several neighborhood broadcasters. It is much less likely that a broadcaster blanketing a state could do as much for each city in the state as could individual city broadcasters.

On May 12, 1972, the Corporation for Public Broadcasting (CPB) filed with the Federal Communications Commission a petition for rulemaking in which it sought a series of changes in the FCC's rules relating to the assignment and operation of noncommercial educational broadcast stations.⁴ We shall discuss the merits of this CPB petition (and subsequent documents) in Section II of these remarks. However, IBS will now examine some of the CPB intents contained in the petition, and some of what the United States Congress said about public radio when it authorized CPB's establishment in the Public Broadcasting Act of 1967.⁵

II

College Radio And The Mission Of The Corporation for Public Broadcasting

IBS has already stated its belief that the Carnegie Commission must determine if public radio has systematically excluded the majority of community-supported, noncommercial radio⁶ stations in this country from participation in, and receipt of services from it. We believe this statement to be accurate because more than 700 college radio stations in the United States are, today, operating without any CPB services.

In its petition for rulemaking,⁷ CPB expounded for pages on how it was mandated to be "responsive to the interests of people". . . to encourage and facilitate the 'full development' of non-commercial educational radio broadcasting," to assist the "development of all noncommercial radio stations serving the public," to administer "projects aimed at increasing the amount and quality of programming available," and to engage in other activities including "audience research, engineering projects. . . , liason with national organizations, training and fellowship programs, promotional and development activities. . ."

Further, CPB boasted that it provided "grants for. . . stations meeting certain minimum standards" that would increase "local programming capabilities in the areas of music, drama, instruction, and

news/public affairs." They boasted they had "greatly increased the programming option available to local stations," and had provided "programs of excellence and diversity including a daily 90-minute journalistic magazine-format program, musical programming, and live coverage of special events."

While CPB included in its remarks the statement "full membership in NPR is open to all licensees meeting the CPB eligibility requirements" and the statement "tape distribution services. . . are available to all noncommercial radio stations," **nowhere did it mention the impact of these words on college stations, nor did it mention how much of what services were available to college stations.** These were well-intentioned statements, however the Carnegie Commission must examine the impact of these statements from the perspective of a college broadcaster in the field. (Appendix 2, attached, contains a case history of one college station's attempt to obtain and broadcast National Public Radio (NPR) network programming for its 2,000,000 person potential audience. This station, WNHU (FM), licensed to the University of New Haven, was turned away only because it operated successfully with fewer salaried staff and, consequently, a smaller budget than do CPB-qualified, NPR affiliates.)

Quite simply, most college stations are ineligible for full membership in NPR. If institutional licensees were to be required to provide the staff, budget, and fund-raising apparatus to meet CPB/NPR requirements, many would pull-the-plug on their own stations. There is a substantial difference between the amount of resources required by a Class D (10 watt) volunteer, student-operated station, and by an NPR affiliate, especially in these times of increasing educational demands or: every dollar available to a college, university, or secondary school system. CPB attached to its remarks a list of NPR eligibility requirements, and we have defined the typical college broadcaster. In our opinion, CPB set the NPR membership requirements, certain never to allow eligibility by roughly 700 college stations, without considering the lop-sided effects they have now sought to correct by many of the FCC rule changes requested in their petition.

But IBS will be fair. We shall examine what CPB or NPR benefits are available to the listening publics of college stations right now:

- Does CPB provide "audience research, engineering projects, . . . liason with national organizations, training and fellowship programs, promotion and development activities?"

No way! As a matter of fact, The Intercollegiate Broadcasting System, which represents more noncommercial educational radio stations than NPR or any other organization in the world has, to our knowledge, never been contacted by either CPB or NPR on any substantive matter.

- Has CPB every provided "programs of excellence and diversity including a daily 90-minute journalistic magazine-format

program, musical programming, and live coverage of special events?"

No way! College stations are not permitted to connect into, or rebroadcast, the NPR audio network. Period!

- Has CPB "greatly increased the programming option available to local stations" when those stations are college stations?

No way! NPR's Scheduled Tapes Service is available to college stations. However, what programs are available in this manner? College stations are allowed to purchase, at the rate of \$5.50 per chargeable hour, up to 13 weekly shows.⁸ Of these 13 shows, eight are "entertainment." Remaining are four "public affairs" and one "general educational" show (with a total weekly timing of only 4.5 hours). If a college station were to purchase all of the public affairs and educational programming available to it from NPR, the annual bill would be \$1,287.00. If all available programming, including entertainment, were purchased from NPR, a college station would be invoiced at an annual rate of **at least \$4,290.00**. At these prices, the only real option open to most college stations is a tear and a sigh. And what is worse, NPR has deleted such taped programming as the "Modular Arts Service" program series from its tape catalog, and has instead added it to the NPR audio network as a feed available to NPR affiliates only.

- Does CPB provide "grants for . . . stations meeting certain minimum standards" to college stations?

No way! College Stations are, by CPB definition, sub-standard and, hence, ineligible for any grant assistance. Most college stations can't even dream of reaching all the standards.

- Does CPB endeavor to assist in the "development of all noncommercial radio stations serving the public?"

No way! CPB endeavors to assist "qualified" stations, and these stations are most definitely not "all" noncommercial facilities. However, CPB is, as evidenced by its rulemaking petition, endeavoring to assist "substandard" stations off-the-air.

- Is CPB encouraging and facilitating the "full development of noncommercial radio broadcasting?"

No way! It seems to us that the only thing CPB is encouraging and facilitating the full development of is **CPB**.

- Is CPB fulfilling its mandate to be "responsive to the interests of people?"

IBS cannot believe that CPB's mandated responsiveness means the creation of arbitrary standards for NPR membership, which deprive college stations' audiences of most CPB and NPR benefits. We do believe that the majority of all non-commercial educational stations, the people and institutions providing the millions of dollars for construction and operation of them, the thousands of volunteers who staff them, and, most importantly, the many millions of individuals served by them, might just have **some interest that CPB has overlooked**.

Since the Corporation for Public Broadcasting chose to extract selected

verbiage from Title 47 of the United States Code in an effort to prove its petition's contention that "full development of noncommercial radio would be greatly assisted by a substantial reworking of . . . rules," the Intercollegiate Broadcasting System shall also refer to those statutes which point to CPB's mandated mission.

The Congressional declaration of policy for CPB is contained in 47 U.S.C. 396. CPB stated in its petition for rulemaking that it is, indeed, "in the public interest to encourage the growth and development of noncommercial educational radio. . . broadcasting," but it failed to cite certain other provisions contained therein.⁹

- CPB failed to mention that it was charged to "facilitate the full development of educational broadcasting in which programs of high quality, obtained from diverse sources, will be made available to noncommercial educational. . . radio broadcast stations."

- CPB failed to mention that it was required to "assist in the establishment and development of one or more systems of interconnection to be used for the distribution of educational. . . radio programs so that all noncommercial educational. . . radio broadcast stations that wish to may broadcast the programs at times chosen by the stations."

- CPB failed to mention that it should "arrange. . . for interconnection facilities suitable for distribution and transmission of educational. . . radio programs" to stations.¹⁰

- And, finally, CPB failed to mention its charge to "carry out its purposes and functions and engage in its activities in ways that will **most effectively assure the maximum freedom of the noncommercial educational. . . radio broadcast systems and local stations from interference with or control of program content or other activities.**"

Study the CPB mandate as we might, IBS could find no valid reason why there exists such a huge differential in services offered to NPR affiliates and to college stations. CPB suggests that NPR-type stations are the answer to a myriad of problems in noncommercial radio. IBS emphatically disagrees. Further, we suggest that if CPB were to take advantage of existing facilities, and existing community support for those facilities, on both sides of the microphone, many of the points raised in the CPB rulemaking petition would be moot, or at least diminished, at no major cost to anyone, and to the benefit of the noncommercial radio audience.

We cannot see how the Carnegie Commission can allow CPB to continue operations without CPB's first assisting college radio to receive the same considerations now given NPR affiliates. We, the little guys, are helpless to act ourselves. We have no time, we have no money, and we have no paid national representatives or lobbying organization.¹¹ We are quite busy serving our audience as best we can. College radio must rely on the Carnegie Commission and CPB to "do the right thing."

We most earnestly want to do the right thing ourselves. We want to offer our listeners the best program schedule possible, but, in many cases, we don't have the means. CPB does, and **we cannot understand why it has established severely restrictive codes, against the Congressionally-mandated CPB mission, which preclude our participation to the fullest extent.** CPB is hurting only the listening public.

And yet CPB, a relatively new organization, has proposed relegating the majority of noncommercial broadcasters to second class status. IBS asks how an organization, incorporated in the name of all the American people, is allowed to limit the participation of so many? Could it be that CPB chooses to believe the programming available to NPR network affiliates would be "soiled" if also broadcast by college stations, operated by unpaid student volunteers, normally programming for segments of a community other than those many NPR affiliates attempt to reach? Could it be that **the best NPR programming is primarily intended for mature, affluent, well-educated audiences wont to support "public" stations?** And could it be that the NPR affiliates themselves are fearful that their funding sources in the community might tend to dry-up if poor, little college radio also had access to NPR network programming? CPB's attitude certainly seems to suggest at least a grain of truth in each of our questions.

Of course college broadcasters make mistakes, some of them serious, but based on the FCC's news releases, and intelligent personal listening and viewing, college radio, by and large, is no more likely to act unprofessionally or make mistakes than any other classification of broadcaster. College radio does it all as a public service, not for money, and we'd like to do more.

We urge the Carnegie Commission to consider how proud college radio stations would be if we were able to present to our listeners some of the programming (not) available to us from the NPR network. However, our being college radio now means that **the privilege of connecting to the NPR network, as well as the receipt of most other NPR services, is beyond us. Why?** Does the Carnegie Commission know? Do the millions and millions of people in the college radio audience know? IBS doesn't know.

III

The Big Guys vs. The Little Guys: The Big Guys Are Winning.

IBS has already stated its belief that the Carnegie Commission must also determine if public radio has initiated rulemaking proceedings before the Federal Communications Commission, specifically designed to destroy many existing community-supported, non-

The IBS Carnegie Commission Report

commercial radio stations, and the FCC has acted, unintentionally, as accomplice.

California's now-famous "Proposition 13" has caused the General Manager of an NPR-affiliated station to finally state publicly what the Intercollegiate Broadcasting System has been saying for years about public radio. **Billboard** magazine quoted John Gregory, of KPCS-FM (Pasadena City College), as he addressed the question of CPB priorities:

"... They may be making the same mistake commercial broadcasting systems have made," he explains. "And that means letting the bigger stations get bigger while the smaller ones fall by the wayside — and that's what public radio is supposed to prevent." ¹²

In the same article, NPR President Frank Mankiewicz is quoted as saying:

"... A refusal for lowering of grant qualifications is right," he adds. "their purpose is to keep standards high, even if you lose a station now and then."

Just whose standards are Mr. Mankiewicz, and others in the public broadcasting community, concerned with? The Carnegie Commission must remember that, not one or two, but **hundreds of IBS member stations are 100% locally-supported.** That means to us that all of the diverse communities which provide our stations with money, facilities, staff, and audience, are less than upset with the standards of the stations which now serve them. However, since CPB has said that small radio stations are "unqualified," CPB has gone ahead with its attempts to "bulldoze" them from the air, thereby (supposedly) making room for large stations requiring federal support for existence.

The Public Broadcasting Act of 1967 was, of course, intended by Congress to be the instrument by which both the quantity and quality of noncommercial broadcast service available to the public would be increased. The very first section of the Act clearly states the Congressional declaration of policy. It proclaims "that it is in the public interest to encourage the growth and development of non-commercial educational radio. . . broadcasting. . ." Then Congress said that this growth, development, and programming diversity "depend on freedom, imagination, and initiative on both the local and national levels;" that programming must be "responsive to the interests of people both in particular localities and throughout the United States. . .," and that the Corporation for Public Broadcasting must "**facilitate the development of. . . and afford maximum protection to such broadcasting from extraneous interference and control.**" ¹³

If CPB's **Petition for Rulemaking, RM-1974, is not "extraneous interference," IBS does not know what these words do mean.** FCC Docket 20735, which grew out of CPB initiative, has already managed to threaten the existence of all of the hundreds of active Class D (10 watt) FM stations, as well as preventing any new ones from being built.

By accepting the CPB argument that low power operations represent a highly

inefficient use of the limited spectrum space available, ¹⁴ **the FCC has shut its eyes to the desires of half of all the now-existing, station licensee communities in the United States.** These communities have demonstrated the opposite by application for, and operation of small noncommercial radio stations. IBS asks, **"Just what is going on here?"**

The Federal Communications Commission has delayed in releasing the majority of its official remarks and new rules ¹⁵ they have not yet been released), so we are prevented from speaking to them now. But, unofficially, ¹⁶ the FCC intends to require all Class D stations, regardless of actual local spectrum-crowding conditions, to enter a very costly series of procedures simply to maintain their status quo, except that even then they may be interfered with by any other broadcast stations at any time.

The FCC optimistically states that "it hoped to be able to avoid terminating any of the low power operations. . .," ¹⁷ but IBS believes this to be a horribly shallow hope.

- The relocation-to-empty-commercial-channels proposal is "shaky at best," because there are very few such empty channels in much of the country. Also, IBS fully expects substantial **opposition** to noncommercial relocation from those commercial broadcasters potentially adjacent to a relocated noncommercial station.

- The relocation-to-new-Channel-200 proposal is ridiculous because those very few areas of the country where this channel is now available for radio use are exactly those areas where there is **no spectrum crowding.**

- The increased-power-on-existing-channels proposal is also ridiculous since many low power stations are now low power only because **they could not obtain more power initially.** Further, **many communities actually prefer their stations be small,** and may, themselves, not allow any expansion of facilities, even if expansion space were available.

- The move-to-another-reserved proposal is fine, unless a station happens to be located in a **high population-density** area (such as the North-East) where there may be no open channels, or **the station licensee realizes that his station may be required to move again and again, never with any reasonable assurance of permanence, or of interference-free reception.**

But more important than all these problems is the unbelievably **high financial burden each and every Class D FM station in the country will be required to overcome.** Neither CPB nor the FCC has spoken to this point. IBS believes **they have purposefully not,** assuming that many 10-watters will be put out of business by licensees reluctant, or unable, to finance anything beyond existing operating budgets.

In Appendix 2, IBS has shown that the average annual budget of a Class D station is approximately \$7,000.00 Compare this figure to what it may cost each 10-watt station in the country to comply with the new FCC rules. These proposals can require:

- Comprehensive frequency searches (usually performed by paid consulting engineers).
- Filing of new applications and other legal proceedings (usually performed by paid attorneys).
- New or modified transmitters.
- New antenna arrays (and, often, new antenna towers).
- New transmission cable.
- New E.B.S. generators.
- New remote control equipment (all stations with remote control).
- New modulation monitoring equipment.
- New equipment operator requirements.
- New annual reporting requirements.
- New community ascertainment requirements.
- New chief operator requirements.
- New station log requirements.

These new requirements will mean thousands and thousands of dollars must be paid, both initially and annually, by hundreds of minimally-funded stations. Moreover, compounding these new cash requirements with substantial, additional, day-to-day reporting, operating, and record-keeping requirements may very well mean that **many existing licensee organizations simply will not be in the position to continue broadcasting.** CPB and the FCC have never addressed this problem, even though IBS, and others, brought it to their attention in Docket 20735 comments.

IBS believes CPB knew full well that its proposals just might lead to large-scale licensee reluctance to fund and administer stations under its suggested rules when it made the proposals. The FCC, by never even mentioning this point, apparently expects its new rules to "take a toll" on 10-watt stations by the simple weight of the new rules — not by their substantive issues. In other words, if Class D stations can't stand the heat, they should get out of the spectrum.

Thank you, existing licensees, for establishing the noncommercial educational radio league, but now you're benched so the big boys can play.

The Intercollegiate Broadcasting System puts its trust in the judgement of the Carnegie Commission on the Future of Public Broadcasting, and knows that the Carnegie Commission will make sweeping recommendations which will benefit the only people who are important, the audience.

Respectfully submitted,

**THE INTERCOLLEGIATE
BROADCASTING SYSTEM, INC.**

Richard L. Gelganda
Chairman of the Board

Intercollegiate Broadcasting System
Box 592
Vails Gate, New York 12584

July 31, 1978

JOURNAL OF COLLEGE RADIO, VOL. 16, NO. 1

APPENDIX 1

IBS PROPOSALS FOR THE FUTURE OF PUBLIC BROADCASTING

The Intercollegiate Broadcasting System has addressed issues it believes critical to the future of public radio in the United States. Now IBS will offer positive solutions we believe the Carnegie Commission should adopt as recommendations:

- That the Corporation for Public broadcasting be directed to begin mandates.
- That all existing restrictive CPB qualification requirements be abolished.
- That CPB establish a working office of development, specifically charged to consult with other noncommercial educational FM station representatives, and promote full membership in national public radio by any noncommercial educational FM, or other noncommercial station desiring NPR membership.
- That CPB and the Federal Communications Commission specifically authorize automatic re-broadcast rights for any and all NPR produced or distributed programming, by any noncommercial station able to receive usable broadcast signals from any other station broadcasting NPR programming.
- That the FCC direct telephone common carriers to provide free interconnection of all noncommercial radio stations to the NPR network, according to 47 U.S.C. 396 (H), when those stations are unable to obtain adequate service by the re-broadcast technique.
- That the FCC be required to reconsider Docket 20735, eliminating or rewriting any new rules requiring action by a Class D station, unless existing station license challenge proceedings are actually commenced by a competing applicant. And then a stipulation that any new, high-power applicant seeking to use the channel of an existing Class D station shall pay all costs incurred by the Class D station (or stations) by attempting relocation and/or completion of relocation.

APPENDIX 2

COLLEGE RADIO AND (NO) NPR, A CASE HISTORY

This appendix consists of correspondence between various offices of National Public Radio and IBS member station WNHU (FM), licensed to the University of New Haven.

WNHU was **rejected** in its attempt to obtain NPR network programming for its listeners, simply because it possessed neither a large budget, nor "sufficient" numbers of salaried employees.

At no time did NPR even imply that WNHU was not providing reasonable service to its audience. NPR did say, however, that it felt "... The commitment necessary to sustain a solid operation is extremely important in two areas — personnel and budget."

The IBS Carnegie Commission Report

LETTERS [Appendix 2]

Letter 1

Radio Station WNHU
University of New Haven
300 Orange Avenue
West Haven, CT 06516

September 8, 76

Mr. Presley Holmes
Vice President for Program Development
National Public Radio
2025 M Street NW
Washington, DC 20036

Dear Mr. Holmes:

We at WNHU were less than happy to find that NPR has deleted the "Arts Information Package" from its Scheduled Tapes Service and transformed it into an audio feed for NPR affiliates only. WNHU has featured this series daily since 1974 in an effort to round-out our cultural programming. We will have considerable difficulty replacing such a quality series.

We are forced to wonder about the motives behind NPR's apparent reluctance to use its federal funds to assist noncommercial broadcasters not possessing the financial resources, the professional staff and/or the program philosophy normally associated with NPR affiliates.

We have been told, since we began station construction in 1973, that we are not eligible to receive an NPR network feed because we did not meet NPR's requirements. However, no one has ever adequately explained to us the reasons for those strict eligibility requirements. We believe that NPR has set a list of qualifications which unnecessarily limits participation by many noncommercial broadcasters in this country, including most student-operated stations such as WNHU.

WNHU believes that college radio deserves a fairer shake than it has received from NPR, and we believe that most college stations would bend over backwards to form a closer union with NPR, if NPR would only make such an attempt. No one would benefit more from such an alliance than the listening public. We intend to make our thoughts known to the Commission in this matter through the vehicle of FCC Docket No. 20735.

Sincerely,

Richard L. Gelgauda
General Manager

cc: Mr. Norman Kaderian, NPR Cultural Programs Director

Letter 2

National Public Radio
2025 M Street, N.W.
Washington, D.C. 20036

September 22, 1976

Mr. Richard L. Gelgauda
General Manager, WNHU
University of New Haven
300 Orange Avenue
West Haven, Connecticut 06516

Dear Mr. Gelgauda:

Your letter to Pres Holmes expressing concern about the dropping of the "Arts Information Package" from the NPR Scheduled Tapes Service was referred to me.

Your questions about eligibility requirements indicate general unfamiliarity with NPR and public radio system. National Public Radio is a membership organization serving those non-commercial licensees who have committed themselves and their stations to meeting certain specified criteria, including minimum staff, power, hours on the air, operating budget and programming designed to serve the public interest, convenience and necessity. Identical CPB criteria are intended to support the licensee commitment to provide comprehensive, predictable, dependable full service programming in their communities. CPB provides funding support while NPR provides

programming support to those such qualified licensees.

The "Arts Information Package," which had been a singular package of program pieces distributed to the membership in a single weekly block, is being absorbed, along with other modular unit programming, into a single, regular program to be distributed to the members on the interconnection line. The new program will be timely and is designed to be aired "live." Because of the timely nature of the new program, it would be inappropriate to offer that program on the Scheduled Tapes Service, since some of the material could quickly become dated. NPR has other programs made available only to members for the same reason of timeliness.

The Scheduled Tapes Service is a self-sustaining service, the cost of which is covered by the fees charged for the programs. All programs in the Scheduled Tapes Service are not dated, so it is appropriate that those programs be made available to ALL non-commercial, educational or public stations in the country.

NPR's primary commitment for programming services is to the NPR members. Any ancillary program service for non-NPR members must of necessity be a spin-off of NPR's major responsibility. We regret any inconvenience the change in this one program element may have caused but trust you will understand and accept the necessary changes for the reasons detailed above.

For your information, I have enclosed a copy of the document entitled "Membership in NPR" which may help give you a clearer understanding of the purposes and functions of NPR.

Sincerely,

Marvin E. Hunter
Director of Station Relations

Letter 3

Radio Station WNHU
University of New Haven
300 Orange Avenue
West Haven, CT 06561

5 October 76

Mr. Marvin E. Hunter
Director of Station Relations
National Public Radio
2025 M Street, N.W.
Washington, D.C. 20036

Dear Mr. Hunter:

I yesterday received your 22 September response to my letter of 8 September, and I must admit to my amazement upon finding that I possess "... general unfamiliarity with NPR. ..." Perhaps the attached WNHU comments, filed with the Commission in Docket No. 20735, will change your mind somewhat.

My mentioning that I am an (unpaid) member of the Board of Directors of the Intercollegiate Broadcasting System, and that I fill the (unpaid) position of Director of FM Station Relations in that organization, may further establish that I possess a modicum of knowledge in the noncommercial radio field. Please note, however, that my remarks to date in these matters express only the opinions of WNHU, and not necessarily those of IBS, its other member stations, or the University of New Haven.

As you will see when you read the attached comments, we feel your words clearly reflect the CPB attitudes we adamantly oppose. We are capable of understanding what your membership/eligibility requirements are, but **we cannot see the reason for their existence.** Your criteria "... intended to support the licensee commitment to provide comprehensive, predictable, dependable full service programming. ..." **do just the opposite for non-qualified college stations.**

When you shut the door on us, you close it for our listeners as well. I'm sure you'll agree that our listeners need more help than do die-hard NPR supporters. We don't see many segments of the WNHU audience ever

tuning to NPR, simply because, for one reason or another, they're afraid of "educational" and "cultural" programming. We expand on this point considerably in the attachment.

If we have an established audience, and we do, how can you (CPB and NPR) set puissant, supercilious criteria for non-receipt of services which prevent fulfillment of your Congressional mandate, and make it perpetually possible for you to point at college stations as inferiors? We are not necessarily inferior, we are different. And we feel we deserve a fairer shake from you.

Our comments speak to our positions. Please peruse them with an open mind, and obtain a copy of the United States Code. See from our point of view what is happening within the noncommercial educational radio fraternity, and see why we believe there are errors in some basic CPB and NPR philosophies.

I feel each of us has an obligation to attempt to transmute his position, and I welcome any contact from you, written or telephonic, in these matters.

Cordially,

Richard L. Gelgauda
General Manager

Encl:

Letter 4

Radio Station WNHU
University of New Haven
300 Orange Avenue
West Haven, CT 06561

5 May 1977

Mr. Cliff Hall
Station Relations Associate
National Public Radio
2025 M Street, NW
Washington, DC 20036

Dear Mr. Hall:

Pursuant to §§47 USC 396(g)(1)(A), (B) and (D), and §47 USC 396(g)(2)(E), which outline, in part, the purposes and activities of the Corporation for Public Broadcasting (CPB), Noncommercial Educational FM Radio Station WNHU hereby requests National Public Radio (NPR) waive those Criteria for Determining Assistance Eligibility rules, not specifically included in the Congressional CPB mandate, which prevent the WNHU listening audience from receiving the benefits of NPR Audio Network service. As proof of our qualifications, we compare our current broadcast operations with those outlined in Section 1 of the CPB pamphlet "Policy for Public Radio Station Assistance," dated January, 1975:

1. We "have adequate facilities to transmit an acceptable signal to an appreciable segment of the public." WNHU's stereophonic transmissions reach an estimated potential audience of 2,000,000 persons in southern Connecticut and Long Island. WNHU maintains two studios, two control rooms, a substantial amount of remote equipment, and it broadcasts with 1,700 watts of Effective Radiated Power 150 feet above average terrain.

2. We "have access to sufficient funds to cover (our) ordinary operating and program expenses." WNHU's operating and capital budget this fiscal year exceeds \$45,000.00.

3. We "have a staff of sufficient size and professional ability to provide a competent service." WNHU's current staff roster contains more than forty names, and, in our four-year history, WNHU staff members have been hired by virtually every AM, FM, and TV broadcaster in commercial service in southern Connecticut. We often receive up to 150 telephone calls per hour from our listeners directly relating to our staff's efforts.

4. We "maintain an operating schedule of sufficient length and regularity to constitute a reliable and significant service." We have operated every single day since we began broadcasting in 1973, and we currently maintain an 18 hour per day schedule.

5. We "assure in (our) program schedule a substantial amount of programming of consistently good quality, devoted to the educational, informational, and cultural needs of (our) audience." WNHU programs news, public affairs, community information, sports, and features, as well as specialized cultural entertainment. We produce programming locally and receive additional programming from outside sources such as the Associated Press and the NPR Scheduled Tapes Service, among others.

6. We are "substantially engaged in broadcasting to the public rather than to religious, in-school, or other special classes of listeners, or in serving as a facility for training students in broadcasting or other limited purpose." WNHU programs exclusively for the public, as demonstrated by our wide listenership. We happen to also train students in those broadcast and communication techniques necessary in any future field of endeavor, but that function in no way precludes our programming mission.

As you can see, we believe we meet or exceed all the above-quoted standards CPB has set and, consequently, believe we "qualify as capable of performing a sufficient public service to warrant Corporation support."

Please expedite this application **only for interconnection to the NPR Audio Network** at your earliest opportunity.

Sincerely,

Richard L. Gelgauda
General Manager

cc: President Philip Kaplan
Dean John W. Ghoreyeb
University of New Haven

Letter 5 National Public Radio
2025 M Street, N.W.
Washington, D.C. 20036

May 19, 1977

Mr. Richard Gelgauda
General Manager, WNHU-FM
University of New Haven
300 Orange Avenue
West Haven, CT 06516

Dear Richard:

Pursuant to our telephone conversation today, regarding your letter of May 5, 1977, this letter is to advise you that I will present your request for a waiver of the NPR membership criteria to the Membership Committee at their next regularly scheduled meeting on July 11, 1977.

Subsequent to a review by the Membership Committee, you will be notified of their decision.

Sincerely,

Cliff Hall
CH/csp Station Relations Associate

cc: Dr. Philip Kaplan
President, University of New Haven

Letter 6 WSSR
Division of University Relations
Sangamon State University
Springfield, Illinois 62708

June 9, 1977

Mr. Richard Gelgauda
General Manager, WNHU-FM
University of New Haven
300 Orange Avenue
West Haven, CT 06516

Dear Mr. Gelgauda:

As the Chairman of the Membership Committee for the "new" NPR organization, one of the first matters brought to my attention was your request, I have been

given copies of some of your correspondence and I have discussed your request with Cliff Hall of NPR.

I would like to have specific information from you regarding the level at which WNHU operates in each area in which the criteria lists a specific operating requirement.

1. Specific ERP wattage
2. Exact antenna height above average terrain.
3. Specific number of equipped studios.
4. Specific number of equipped control rooms.
5. Exact number of full-time, professional staff employed on a 12-month basis each year.
6. Exact operating schedule (and variations, if any).
7. The programming policy statement for WNHU.
8. The number of hours and percentage of broadcast day originated locally.
9. The operating budget for the last 3 years (not including Federal funds.)
10. Any specific information which might cause the Membership Committee to better understand your request for a waiver of the membership criteria.

Once I have received this material, I will distribute it to the members of the Membership Committee and schedule your request as an agenda item for the next meeting of the Membership Committee. For your information the next meeting of the Membership Committee is scheduled for July 11, 1977 at the Hyatt Regency Hotel in Washington, D.C.

I look forward to your response.

Sincerely,

Dale K. Ouzts
General Manager

/ms

cc: Cliff Hall
Membership Services Associate, NPR

Dr. Philip Kaplan
President, University of New Haven

Letter 7

Radio Station WNHU
University of New Haven
300 Orange Avenue
West Haven, CT 06516

22 June 1977

Mr. Dale K. Ouzts
General Manager, WSSR-FM
Sangamon State University
Springfield, ILL 62708

Re: Your letter, dated 9 June 77

Dear Mr. Ouzts:

Thank you for the promptness of your inquiry into WNHU's request for waiver of National Public Radio Membership criteria.

We shall endeavor to answer your queries completely. We are certain your committee will agree WNHU has demonstrated, in more than four years of operation, sufficient responsibility to our community to allow waiver of non-congressionally-mandated NPR eligibility requirements. We desire to present NPR network programming to our estimated 2,000,000 potential WNHU listeners in Connecticut and Long Island.

1. WNHU ERP: 1,700 watts in stereo.
2. WNHU antenna height above average terrain: 160 feet.
3. WNHU studios: Two. Additionally, WNHU has access to any number of university of New Haven facilities including several very large rooms permanently interconnected to the WNHU Broadcast Center.
4. WNHU control rooms: Two. Additionally, our remote equipment has allowed WNHU program origination from points as distant as your home city, Springfield, Illinois.

5. WNHU full-time professional staff employed on a 12-month basis: One. Additionally, WNHU enjoys the opportunity to utilize up to 50 unpaid volunteers.

6. WNHU operating schedule: Currently, we schedule programming 18 hours/day every day. From time to time we may dip slightly below that amount due to the dynamics of a voluntary staff, however, WNHU does on occasion operate 24 hours, especially on weekends and during times of local weather emergency.

7. WNHU programming policy statement: WNHU programs exclusively for our listening public in Connecticut and Long Island. We provide alternative noncommercial broadcast service including news, public affairs, educational and community interest specialties, sports, and entertainment all specifically designed to inform and educate while maintaining interest. Entertainment is our last programming priority and, at WNHU, serves to showcase our other types of programming. However, we do offer a variety of music, from progressive rock to opera, and currently reserve at least 20% of our weekly entertainment block for ethnically-oriented music.

8. WNHU local origination: Virtually all WNHU programming is produced locally (i.e. L and REC). We are not, nor have we ever been affiliated with any network. We purchase from NPR's Taped Program Service such titles as **Options**, **Options in Education**, and **BBC Science Magazine** (the **Arts Information Package** WNHU carried for some time was deleted by NPR and supplied to affiliates only). We obtain other selected taped programs, but total broadcast time is not appreciable. WNHU subscribes to the Associated Press Connecticut Wire, but originates all newscasts locally.

9. WNHU operating budget: WNHU operates with a total annual budget (excluding rent, utilities, security, and other University-provided services) of approximately \$38,000.00. Additionally, WNHU received a capital budget this year of \$13,500.00 for stereo equipment conversion. 100% of WNHU funding is obtained locally. We have never received any federal monies whatsoever.

10. WNHU is the only AM, FM or TV broadcast facility (originating programming) licensed to the city of West Haven. We are the only Class A or higher non-commercial radio station operating in the entire county of New Haven. We are the only broadcaster in the entire state of Connecticut (that we know of) broadcasting any NPR programming at all. We have more than 2,000,000 potential listeners. Those listeners ask us why we don't offer **All Things Considered** and other NPR network programs?

We tell them quite accurately that NPR won't let us. We are forced to apologize to our own listeners because our volunteers are able to operate quite efficiently with a minimal budget. We are forced to apologize to them because spectrum crowding in this area disallows our broadcasting at 300 feet with 3 kilowatts. And we are forced to apologize for CPB/NPR's failure to observe congressional mandates stating distribution of programs must be accomplished "... so that all ... stations that wish to may broadcast the programs. ..." and that it must "... assure the maximum freedom of ... local stations from interference with or control of program content or other activities." 1. 2.

When WNHU serves roughly 1/100th of the entire population of the United States of America, in these times, such apologies to that public we are charged to serve approach the absurd.

What else may we say? We often receive up to 150 calls/hour from our listeners. We know they're now tuned to WNHU. Surely many of them hunger for pure entertainment, and that we provide. But NPR network segments combined with WNHU's other informational and educational programming would expose our audience to the total program mix we believe we must provide for our community. The key to our future success is your waiver of the NPR membership criteria. It is impossible for WNHU to satisfy the several criteria, but we believe we meet or exceed the most relevant of them.

CONTINUED ON NEXT PAGE

The IBS Carnegie Commission Report

LETTERS [Cont'd.]

We are, again, explicitly requesting those waivers required to allow WNHU's presentation of NPR network programming to our audience.

Sincerely,

Richard L. Gelgauda
General Manager

cc: Dr. Philip Kaplan
President, University of New Haven

Letter 8

Sangamon State University
Shepherd Road
Springfield, Illinois 62708

July 25, 1977

Mr. Richard Gelgauda
General Manager, WNHU-FM
University of New Haven
300 Orange Avenue
West Haven, Conn. 06516

Mr. Gelgauda:

The Membership Committee of NPR met on July 11 in Washington, D.C., and the committee received your request for a waiver of the membership criteria. After full discussion of your request, the committee recommended to the board that your request not be granted. The board approved the recommendation of the Membership Committee.

Our decision to recommend that you not be given a waiver did not come easy. We reviewed the history of WNHU, correspondence in the past, and your responses to my recent letter in which I requested specific information.

The committee discussed each component of the criteria. We feel that a certain level of commitment is necessary if any station is to be a reliable and dependable community service. We feel that the commitment necessary to sustain a solid operation is extremely important in two areas — personnel and budget. Professional personnel are necessary to maintain a consistent schedule and to assure that all activities are manned as planned. Budgetary support not only makes possible the personnel, but it pays for the necessary and ongoing expenses of operating a facility that is licensed to serve the public interest, convenience and necessity — every day on a dependable basis. The cost of NPR services are not small. Our resources are limited.

If there is any way in which NPR can assist you in an effort to meet the criteria for membership, we will greatly provide the assistance. If qualification is impossible, we hope you will continue to utilize the program offerings available through the NPR tape service.

If I can provide any additional information, I will gladly do so at your request.

Sincerely,

Dale K. Ouzts
Chairman, Membership Committee
National Public Radio

FOOTNOTES TO THE CARNEGIE COMMISSION REPORT

1. The complex IBS membership, includes carrier-current, cable FM, Class D FM, and high power FM radio stations.

2. Up-Grading here means conversion from carrier-current to FM broadcasting, or, at schools which never employed carrier-current, initial FM broadcasting.

3. 3,000 watts effective radiated power, at 300 feet above average terrain.

4. This petition was assigned the number RM-1974 by the FCC which, in turn, initiated rulemaking proceedings by its establishment of FCC Docket 20735.

5. 47 U.S.C. 396.

6. The term "College Radio" used in these pages is defined as all radio stations associated with educational institutions but not CPB-qualified.

7. RM-1974

8. NPR Scheduled Tapes Service catalog, Fall Quarter, 1976.

9. 47 U.S.C. 396 (f). Emphasis supplied by IBS.

10. 47 U.S.C. 396 (h) Also states "Nothing . . . shall be construed to prevent . . . common carriers from rendering free or reduced rate communications interconnection services for noncommercial . . . radio services. . ."

11. As of this writing, the entire IBS paid organization consists of a single secretary.

12. Herbeck, Ray "Govt. Decision Surprises L.A. Public Radio Outlets" *Billboard*, July 15, 1978, p. 23.

13. 47 U.S.C. 396 (a). Emphasis supplied by IBS.

14. FCC Docket 20735 "First Report and Order" *Federal Register*, June 15, 1978, pp. 25821-25822.

15. FCC Docket 20735 "Second Report and Order".

16. FCC *News* Report No. 14132, June 13, 1978.

17. *Ibid.*

FOOTNOTES TO APPENDIX 2

1. Letter of NPR Membership Committee Chairman Dale K. Ouzts, July 25, 1977.

2. Both quotations from §47 U.S.C. 396.

EDITORS NOTE TO THE CARNEGIE COMMISSION REPORT

The Carnegie Commission on the Future of Public Broadcasting, a panel of 20 distinguished Americans from business, the arts, radio and television, education, public service and journalism, was formed to investigate and make recommendations on the future of public radio and television in the United States. It is expected to issue its findings and recommendations in early 1979.

In its statement of purpose, the Commission has noted that it will, "in the light of ten years of national experience, study the problems and possibilities of a broadcasting system independent of governmental and commercial control, responsible to the goals of service to the public, diversity and freedom of expression, and artistic and intellectual excellence."

This is the second such group funded by the Carnegie Corporation in order to examine "public" broadcasting. The first study, done in 1967 by the Carnegie Commission on Educational Television, served as the stimulus for enactment of the Public Broadcasting Act of that year. The new Carnegie Commission expects to play a significant role in the future of public radio and TV. Needless to say, the first Carnegie Commission had great impact.

The Carnegie Commission on the Future of Public Broadcasting was established in response to formal requests from the boards of the Corporation for Public Broadcasting and National Public Radio. The Commission also cites requests from "concerned citizens." Since many millions of tax dollars are spent by CPB and NPR, citizens should indeed be concerned.

In filing the preceding Report, IBS has asked the Carnegie Commission to take a very serious look at "Public" Broadcasting from a new perspective. . . that of the many, many educational FM broadcasters who have been, first, ignored by "Public" broadcasting entities, and, more recently, attacked by those groups. CPB has used public money to pay the lawyers and engineers who designed the campaign against college radio. That campaign has paid off, in the recent FCC decision on Docket 20735.

It is the intent of our report, as expressed in its introduction, that the Carnegie Commission must see what is happening beyond what CPB & NPR have asked them to see.

Developing the Issues...

The story of an extraordinary public affairs program, available only through the IBS Program Service. . . so far.

by William P. Foley
and William P. Mitchell

Anyone who's ever played a management role in a broadcasting environment knows the problems involved with public affairs programming. In the first place, you have to have some of it. How **much** depends upon the current mood of the F.C.C., commitments made at license renewal time, or the relative level of enthusiasm for this genre, which at college stations is often quite high.

With that as a "given", the decision is whether to go outside for public affairs shows or to grow your own. Many stations opt for the former alternative because they've been "burned" too many times by the latter. This is particularly true for college and other non-commercial radio stations

who are dependent on volunteer producers and production groups. Too many times, people come up with good ideas, get them off the ground, and then lose interest. Or they'll underestimate essential production resources, especially time. Or they'll run out of topics and guests for future shows. The net result is a conspicuous gap in the program schedule plus a deficit in the public affairs balance sheet.

But quality public affairs programming **can** be produced in-house in spite of all the potential pitfalls. There's no guaranteed blueprint for success, but the following case history may provide some valuable pointers.

In the beginning, there was a show called "Development Issues." It sprung whole from discussion sessions held by a

group of volunteers working for Oxfam-America, an international development agency. One of those volunteers (who pleads guilty to being co-author of this article) had some college radio experience and thought a change of venue would be a good idea.

So he set out to produce a weekly series of half-hour roundtable and straight interview shows. A local college station, WTBS in Cambridge, Mass., provided the production facilities and the initial radio audience. He got engineering help from WTBS engineers and a grant of \$60 from his church to cover the cost of tapes. Participants in this first "Development Issues" series were drawn from a pool of Oxfam volunteers and staff members. Typical shows addressed hunger in

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These first shows were easy to produce from a technical point of view. They were taped in advance and, due to the format, little editing was required. The biggest problem was scheduling the multiple guests for each show and making sure they showed up. "Development Issues" might have continued in the same vein and nauseum if it weren't for one thing. Luck raised its serendipitous head and provided the incentive to expand the horizons of the series. That luck came in the form of a chance discussion with a deejay at a 50,000 watt Boston station, WCOZ. It seemed she was also charged with public affairs responsibility (public affairs at WCOZ being defined as anything that ran at 5:30 A.M.), so she offered to consider "Development Issues" for airplay. The series was ultimately accepted by WCOZ and began a thirteen week run in mid-1976.

At about this point, several things happened almost simultaneously. The show, which had been airing on a 10-watter, had graduated to 50,000 watts. The creator of the series had been "at liberty" during the inception of "Development Issues" but was now working, so he sought out and found a co-producer. WCOZ, which had been handling public affairs programming as a step-child, hired a full-time News and Public Affairs Director. And finally,

"Development Issues" had exhausted its stable of potential guests from Oxfam; new material was essential. A series of meetings with WCOZ and Oxfam ensued and the following conclusions were reached:

1. "Development Issues" would start a new production cycle. The emphasis on international and domestic development would remain constant.

2. A wider range of interviewees would be sought out. The Boston area offered a lot of potential guests between the many academicians resident here and the goodly number of international figures passing through.

3. The format of the show would be changed. Instead of individual shows consisting of interviews with a single guest, "Development Issues" would become a magazine format series produced in scripted documentary style. Each show would consist of three to five segments, each of which involving a different interviewee. One of the reasons for this format change was an acknowledgement of the attention span of listeners, which may be five minutes, at best.

This last point deserves an in-depth examination, both in terms of production techniques and the resources required. At the point in time when this decision was made, January of 1977, "Development Issues" was committed to weekly delivery of new shows. (WCOZ and WTBS had already granted the breathing space of a re-run of the original series, but that was almost

exhausted.) Each new show would demand: four interviews each week; scripts and tape editing for each segment; intro's, outro's and transition scripts; narrations for all the above with as many different voices as possible; plus dubbing of music throughout. The final kicker was that each show had to time-out as close to 28 minutes as possible.

Each half-hour show of the original series required about two man-hours to produce; the first few magazine format shows took almost **200** hours. Obviously, some drastic staffing changes had to be made. Recruiting was attacked on several fronts. There were three basic qualifications:

1. Radio production skills.
2. Familiarity with and interest in development topics.
3. Time, perhaps the most valuable commodity.

Since the initial nucleus of the staff had all three resources to offer in varying degree, recruiting was handled on a specialized basis.

Engineering and announcing personnel were solicited primarily from WTBS, development specialists came from Boston-area universities, while other key personnel came as interns from institutions offering graduate-level mass communications programs. Believe it or not, you **can** get unpaid interns simply by asking around at local grad schools. And not once were progress reports or any other administrivia requested by the colleges involved.

With a core group of about ten production personnel and a grant of \$500 from Oxfam, the new series of "Development Issues" was off the ground and on the air. So far, so good. But after two weeks of successfully meeting the weekly deadline it became apparent that the deadline was too tight. There were two choices: either expand the staff in a hurry, or change the deadline. Since quality was a prime consideration, the latter course was chosen. WCOZ agreed to air the series on a bi-weekly

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basis; WTBS consented to the same arrangement and filled the open slots with re-runs of the original series.

The next problem was how to "get the guests" (apologies to "Virginia Woolf"). It was relatively easy to identify and procure interviewees from academia, and the Oxfam connection helped in cornering international guests. The latter category taught us several lessons, not to be forgotten. First, it's difficult to air the views of someone, irrespective of their expertise, if they don't speak English. More than one interview was scrapped because we didn't do our homework and determine potential language barriers. (Interpreters don't make good guests.)

Second, many of the interviews done with multi-lingual guests were less than satisfactory due to imprecise enunciation. This problem was often compounded by the recording environment. Many, if not most, of the "higher-level" guests were not willing to come to us. Therefore, we had to depend on the use of cassette recorders, some of which weren't the best quality. At other times, especially when recording lectures or press conferences, we had to hope the speaker remembered the approximate location of the microphone. Third, we learned to make it extremely clear we were a radio operation. It seems there was this climatologist who, while being interviewed on drought effects in North Africa, started, "As you can see from this graph. . ."

One more point on garnering guests. We learned not to assume that top-level people were beyond our grasp. One example should prove the point. In spring of 1977 Willy Brandt, former Chancellor of West Germany, was in Boston for speeches at M.I.T. and the World Affairs Council. We decided to try for an interview. We got it, and all it took was a few phone calls. Actually, it took about twenty calls. They included the German consulate in Boston, the M.I.T. press office, the chairman of the

organizing committee for the M.I.T. speech, and the president of the World Affairs Council. The result was an exclusive interview with Brandt, an invitation to his press conference and rubber-chicken luncheon, plus a wealth of taped comments.

Meanwhile, the streak of serendipity was continuing. Our WCOZ contact suggested syndication of "Development Issues." This had already been considered by the production group, but without any concrete direction. As

a result, I.B.S. was contacted, tapes were sent to I.B.S., and the first step toward syndication became reality. It also seemed that luck was with us when we needed money. Our costs were low, but they were still real enough. Small private and institutional donations always seemed to come through when we needed them most. And Oxfam, even though it wasn't able to supply us with direct aid, continued to act as a clearing house for contributors who wanted to help us, but who also wanted

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The final aspect of our good fortune, and perhaps the most important, was our ability to attract volunteers, most of whom had professional skills to offer. The only form of advertising used was word-of-mouth, and that only in moderation. The net result is a production group which now numbers twenty-five and includes two lawyers and a professional fund-raiser. The lawyers are completing the incorporation of the group as a legal entity as well as maintaining copyright matters. The fund-raiser is helping in a major foundation search aimed at insuring future financial viability. Incidentally, these latter two professional types were attracted to the group not because of the glamour of radio, but because of their interest in the focus of "Development Issues."

But there's still more to tell. As new people came into the fold, and as the run of the first magazine format series of "Development Issues" came to an end, new problems surfaced. Internal administration of a large volunteer group plus the fatigue resulting from the completion of the series led to a period of inertia and stagnation. There was a tendency to sit back and admire the product without solid future direction. This period lasted almost two months, during which no new production was undertaken.

The raw material for the magazine version of "Development Issues" had been interviews which, once completed, had been relegated to master archive tapes. The new theory was to do all interviews in studio as straight half-hour shows under the title of "Inside/Out," then re-work them, as before, for "Development Issues." Thus, each interview would comprise a complete show in itself as well as constitute material for a magazine segment. The benefits were two-fold. First was the obvious advantage of getting double-duty from each interview. The second advantage

was that more staff members could learn the discipline involved with conducting real-time interviews. A third spin-off was that several staffers learned enough practical engineering that the group became totally independent. All interviews could now be conducted with absolutely no outside assistance.

With the birth of the "Inside/Out" framework came specialization of the production group. Production teams were formed, each dealing with a separate area. They included Health and Medicine, Energy, Science and Technology, and the ultimate "Development Issues." In addition, to help meet our weekly production commitment, a miscellaneous category was admitted as needed. These included shows on scams and con games, psychic phenomena, and consumer issues.

Other projects are also under current consideration, but they're different in one vital respect. The "Development Issues" production company is no longer doing "freebies;" every project has a price tag which includes personnel costs. We've learned it's often easier to sell an idea if there's a price tag attached then to offer it for free. Obviously, before we reached this point we had to establish credibility and references. We're realistic enough to know that not all of our proposals will be accepted. In fact, if they were, we would have yet another staffing problem to cope with.

As an aside, incorporation of the group was essential in several respects. The most obvious justification was to enable us to raise our own operating funds. Aside from direct personal, corporate, and foundation solicitations, benefit concerts are also in the works; and it's almost impossible to persuade any "name" group to do a benefit if you're not a recognized legal entity. Then there's the question of equipment. Commercial radio stations frequently discard outmoded gear, ranging from mikes to

control consoles; but they won't give them to just anyone. In order for them to justify tax deductions for the equipment, the recipient has to be a legally constituted non-profit organization. That's us.

In the final analysis, the "Development Issues" production company emerged, survived, and is still growing based on just a few key premises:

1. Start with a clear, perhaps narrow definition of the theme of the show.
2. Make sure you can get qualified guests.
3. Evaluate your resources, especially time, before you commit to a production schedule.
4. Recruit carefully and selectively. Try to have an assignment ready for each new inductee. And attempt as much cross-training as possible.
5. Establish and respect deadlines for all tasks. Otherwise, it don't get done. (One technique we used with success is "to-do" lists with detailed task and time break-downs. This concept permits fairly easy monitoring of progress and anticipation of slippages.)
6. Last, render unto Murphy's Law that which is Murphy's. Be prepared for the worst at all times: the guests that don't show, the tape that drops-out, the studio time you forgot to reserve, the engineer who fails to push the "Record" button, and the other engineer who records over your theme cart.

Public affairs programming can be done in-house and done well. It demands organization, motivation and a minimum of talent. Once you get the show going, continue to set higher and higher goals, like syndication. One of the factors that kept "Development Issues" going was the knowledge that I.B.S. thought enough of the series to offer it to its member stations. That was the first major step beyond our local market for us, and it won't be the last.

College Radio is ALIVE 'n KICKIN'!

IBS West Coast Convention No. 3 on the Way

The third annual IBS West Coast Convention has officially progressed from the "Why don't we try it. . .?" stage to being what the name of the event implies. . . it's Alive 'n Kickin'. With a hotel site picked and booked (the **Town and Country Hotel** in beautiful, seaside **San Diego**), a host station working hard (KCR at San Diego State), and an excellent roster of sessions and speakers (including Rachael Donohue, air personality at LA's KWST and widow of Tom Donahue, both of KSAN fame): The West Coast - IBS event is on its way.

At KCR, the convo staff is being led by Guy Perry, who has already mailed out letters of invitation to West Coast IBS stations. If you have not been invited, and want information (maybe

the mailing list didn't have your name, or the letter got lost), call Guy at (714) 286-6981.

Almost forgot. . . the dates are November 17, 18 and 19.

So far, there are 26 sessions planned. All are designed to give West Coast College Radio people a chance to get together and talk radio with their counterparts at other schools. On the East Coast, and in the Midwest, College Radio conventions have provided this opportunity for many years. Last year, the National IBS Convention in New York City drew 1055 delegates from stations, and had another 200 professional radio people, exhibitors, record company representatives and interested bystanders in attendance. In San Francisco last November, the 2nd Annual IBS West Coast Convention drew well over 300 college radio people. That was the first three day convention for the region, and all in attendance agreed that the trip was

more than worth it. IBS expects that the ripple effect. . . as delegates to the San Francisco-KALX convention tell their staffs about last year's event. . . will swell this year's attendance to perhaps 500 or more.

You never really know what your industry is like till you get in a Hotel with 499 others who are working at stations much like your own. It's an eye-opening experience, to say the least.

Guy Perry and the KCR convention staff are working hard on this, and need to hear from all West Coast stations (and those within range of Southern California) real soon. By the time you read this, the convention will be only a few weeks away. Registration rates are much cheaper if you pre-register. The at-the-door charge is \$19 per delegate, and if you send in your registration by mail, it's only \$14. Hotel rates will be announced shortly.

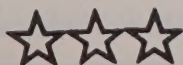
WVYC/WSYC Host Pennsylvania 10-watt Conference

WVYC, York College of Pennsylvania, in conjunction with WSYC, Shippensburg State College and IBS, is hosting the first South Central Pennsylvania College Radio Conference on Saturday, October 21, 1978 on the York College campus.

The conference, open to representatives of South Central PA 10-watt college stations, will focus on how stations should prepare to comply with the new FCC 10-Watt orders.

Alternatives to be discussed are: How to choose a frequency on the commercial band, how to petition to stay in the educational band, and how to increase power.

Thomas K. Gibson, Engineering Director of IBS and chief engineer of WVYC, will moderate the sessions along with management personnel of WVYC and WSYC.



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WRITE US. Tell us what you're doing. How are you doing it? Keep in Touch. Contact: Paul J. Thompson; WPUR; SUNY College at Purchase; Purchase, NY 10577

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WE'RE JUST GETTING STARTED. Would appreciate any form of contact, help, guidance, etc. Contact: Omega Wilson, 226 Crosby Hall, NC A&T State University; Greensboro, NC 27411

* The Journal of College Radio accepts short classified ads from member stations, and will print them for free. Stations may use space for exchange of ideas, used equipment, taped programs, etc. Subject to available space restrictions and editorial revision. Mail your copy to: Journal of College Radio, P.O. Box 592 Vails Gate, NY 12584

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